

# City of Berkeley

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## ★ AGENDA ITEM ★

I.3.a. (Agenda #)

March 14, 1996

To: Honorable Mayor and  
Members of the City Council

From: *WR* Weldon Rucker, Acting City Manager

Subject: Civic Center Building Seismic Improvement and Relocation Options

Please insert the attached item in your Council Packet for the Meeting of March 19, 1996.

Attachment

cc: City Manager  
City Attorney  
City Clerk  
City Auditor  
Library



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## FOR COUNCIL ACTION

March 19, 1996

Deadline for Council Action:

March 19, 1996

To: Honorable Mayor and  
Members of the City Council

From: Weldon Rucker, Acting City Manager

Subject: CIVIC CENTER BUILDING SEISMIC IMPROVEMENT AND RELOCATION  
OPTIONS

### Background:

On December 5, 1995, the City Council directed staff to prepare a relocation plan for the immediate relocation of city offices out of the Civic Center Administration Building located at 2180 Milvia Street. The action was made in response to a report submitted to the City Council indicating that the Civic Center Building may not withstand a major earthquake on the Hayward Fault.

In response to the Council's direction, staff has been working closely with the local real estate community, structural engineers, geotechnical experts, and professional space planners to identify and evaluate the City's relocation options and costs. This report outlines the findings and conclusions of the work completed to date and describes a process by which the City Council and community may decide upon a seismic improvement, relocation and financing program for the Civic Center Building.

### RECOMMENDATION

That the City Council:

- 1) Delay decision on a relocation plan for City offices from 2180 Milvia Street until June 4, 1996; and
- 2) Approve the revised public participation schedule for review of the seismic improvement options, including setting Special Council/Community meeting dates for Thursday April 18, 1996 and Thursday May 2, 1996.



Relocation Options, Costs, and Staff Conclusions

In accordance with the Council's December 1995 action, staff has been working to identify available relocation options and related costs. This effort has included site visits and structural evaluations of available office buildings; discussions with property managers and agents about possible lease terms; development of plans and cost estimates for portable trailer offices on existing vacant property in West Berkeley and Civic Center Park; and completion of a space needs assessment for city offices.

This work has resulted in the following findings and staff conclusions:

Staff Findings:

- The City has three basic relocation options: 1) locate in downtown in 1-3 downtown office buildings, 2) locate in portables in Civic Center Park and on a West Berkeley vacant site near the transfer station, or 3) locate in a variety of sites including city facilities, portables and downtown office buildings.
- A relocation period of 3 to 5 years may be necessary. The length of the period will be determined by the type and scope of seismic improvement plan for the building.
- The cost of relocating into downtown office buildings for 3 to 5 years is in the range of \$3.9 million to \$5.7 million with an addition \$1 million in one-time moving costs (phones, computers, moving costs). Attachment A includes detailed cost estimates for several relocation options.
- Staff found that approximately one third of the office space (15,000 - 20,000 square feet) might be relocated to existing City facilities such as the North Berkeley, South Berkeley, and West Berkeley Senior Centers. Use of these facilities would require temporary (3 year) suspension of the programs in those centers and is therefore found to be impractical.
- The cost of relocating into portables is in the range of \$4.2 to \$6.3 million for 3 to 5 years, with an additional \$1 million in one time moving costs. Preparation and use of vacant property or park land raises a number of environmental issues, such as traffic and park use impacts that would need to be addressed in an environmental assessment prior to any action by the Council. The site-specific environmental evaluation could result in additional costs to mitigate traffic, site grading and drainage, security, and park use problems.
- The \$500,000 annual costs of maintaining the Civic Center Building may be used to off-set relocation costs.
- There are 328 employees currently occupying 55,000 square feet of office space in 2180 Milvia Street that would need to be relocated. This figure does not include the Planning and Development Department. Approximately 60,000 square feet of space will be necessary to



March 19, 1996

accommodate these employees in temporary office space. (Industry standards recommend 72,000 square feet.)

- Moving costs increase with each additional site primarily due to the cost of telecommunications and computer wiring and hook-ups.
- The supply of buildings in Berkeley that are available and seismically superior to 2180 Milvia Street is extremely limited. Each available building is or will be reviewed by the City's structural engineers to determine if it meets the City's life safety seismic standard for leased property and to determine what structural modifications would be necessary to meet that standard.
- Relocating all offices out of Civic Center Building will require from 6 to 12 months depending on the amount of tenant and seismic improvements necessary for the prospective buildings. Relocating to portables would take at least as long due to environmental review and park use issues.

Staff Conclusions:

- The lack of available buildings in Berkeley that meet the City's "life safety" standard limit the City's relocation options.
- The construction option chosen for the seismic improvement of the building will affect the length of the relocation period.
- The City Council should delay decision on relocation until June 4, 1996 when a decision is made on the seismic improvement option for the building. At that time the Council will also have more information on the status of the FEMA funds and the availability and cost of specific relocation sites.

Significance of June 4, 1996 Council Meeting

Any decision on seismic improvement and relocation should be made concurrently with a decision on funding for the project. At the last Council meeting staff reported on its successful efforts to locate a potential federal funding source that might cover as much as half of the cost of a new building and all of the cost of an external retrofit. Despite the potential availability of federal funds for the project, staff anticipated the need for supplemental local funding for the project which might require a funding mechanism such as a Certificate of Participation or a bond issue.

Given these expected funding needs, staff believes that the Council should consider the option of placing at least a portion of the costs on a November, 1996 bond measure. If the Council wishes to preserve the option of utilizing bond financing to fund corrective seismic work, the Council must decide to place such a bond measure on the November 1996 ballot by June 4, 1996. On that date, the Council will need to decide:



- Whether to place a bond measure on the November, 1996 ballot;
- What projects to include in the measure(s),(projects under consideration include the library retrofit and expansion, Civic Center building retrofit or replacement, Arts District public improvements, Public Safety Building public improvements, Civic Center Park improvements, and other public projects); and
- The total amount of the bond and how that amount is divided among the projects included in the measure.

In June, the City Council will not be approving final development plans or drawings for any of the projects on the bond measure. The purpose of the June 4, 1996 decision is to decide whether to ask the voters for funds to design and develop these projects. Final project approvals will occur after funding sources for the projects have been identified and secured and a full environmental review and design process has been funded and completed.

#### Seismic Improvement Options for Review

For the purposes of scoping the size and cost of a seismic improvement project for the Civic Center Building, staff has developed a range of hypothetical options to be studied during the next two to three months. These options are designed to cover the full range of potential costs and seismic performance possibilities, including the City's Seismic Technical Advisory Panel's two recommended options: external retrofit and new construction; and a third, internal retrofit option added by staff.

The range of options is specifically designed to include the full range of possible costs and seismic performance. Each option could be amended or altered in a number of ways to addresses specific concerns or issues, but for the purposes of determining the most appropriate seismic improvement option and the cost of that option, staff is proposing the three basic options described in Table 1. Once a preferred option is selected by the community and Council, variations could be made to address specific design, aesthetic, and functional concerns.

The assumptions and characteristics of each option will be described in more detail at the Council meeting and in a series of public meetings planned for the next two months with the City Council and community.



Table 1: Civic Center Administration Building Seismic Improvement Options: Alternatives for Comparative Study		
I. External Retrofit	II. Internal Retrofit with Major Upgrade	III. New Building
<ul style="list-style-type: none"> <li>• Life Safety Seismic Performance Standard</li> <li>• External Steel Brace Construction or other low cost construction method.</li> <li>• Estimated construction period 1997-98</li> </ul>	<ul style="list-style-type: none"> <li>• Limited Damage Seismic Performance Standard</li> <li>• Interior Shear Wall Construction or other method to preserve arch. character of building</li> <li>• Estimated Construction Period 1998-2000</li> </ul>	<ul style="list-style-type: none"> <li>• Essential Service Seismic Performance Standard</li> <li>• New Building Construction</li> <li>• Estimated Construction Period 1999-2001</li> </ul>

The analysis of the three seismic improvement options will focus on costs (both short term and long term) and on the level of seismic performance achieved. In addition to estimating construction costs, the analysis will include the long term, building life-cycle costs necessary to keep the building and city offices maintained and functioning for a 30 year period. Cost to be considered include annual maintenance costs, additional lease costs and anticipated repair costs in each option. A third level of analysis will address the long term costs to the City in the event of a 7.0 magnitude earthquake during the 30 year period.

Staff will spend the next two months refining the analysis and various costs for each seismic improvement option. This process will be completed in concert with a public participation process in which the community will be given an opportunity to articulate its preferences as to how the City should fund improvements to the Civic Center Building.

#### Seismic Improvement Options: Public Participation Schedule

Staff is preparing an intensive public participation schedule during the next two months that will include a variety of commissions, groups and the City Council. As with the Council's June decision, the public will not be asked to "approve a project" but simply to address the issue of which improvement scenario is most appropriate given the City's seismic risk and budgetary constraints.

The public participation schedule will include:

- Two Special Council/Public Meeting Workshops on April 18th and May 2nd,
- Two Council Workshops on April 30th and May 23rd (regularly scheduled council meeting dates), and
- Meetings with each of the following groups and Commissions:
  - Planning Commission

March 19, 1996

- Budget Review Commission
- Public Works Commission
- Landmarks Commission
- Disaster Council
- Mayor's Budget Task Force
- Mayor's Civic Center Task Force

Additional groups and Commission can be added to the schedule as needed and as appropriate given staff resources and budget for this effort.

The two Special Council/Public Meeting dates are being noticed as special council meetings to allow the Council the opportunity to attend without a Brown Act violation. These workshops will be organized to allow the community to work with staff on seismic alternatives and funding priorities. No council actions or presentations are expected or necessary at the April 18th or May 2nd Public Workshops.

Financial Impact

No additional funds are being requested at this time for the analysis of seismic improvement options or relocation options.

Contact Person

Gil Kelley, Planning and Development Director

644-6534

Approved by:



Gil Kelley, Planning and Development Director

Attachment A



## RELOCATION OPTIONS FOR THE CIVIC CENTER ADMINISTRATION BUILDING \*

OPTIONS	SIZE IN SF	COSTS PER SF OF LEASE		EST. COSTS THREE YEARS	EST. COSTS FIVE YEARS
		3 YEARS	5 YEARS		
1. Portables					
a. Civic Center Park	30,000	\$1.80	\$1.62	\$1,944,000	\$2,916,000
b. Leased Site	30,000	\$2.06	\$1.89	\$2,224,800	\$3,402,000
Total	60,000	\$1.93	\$1.76	\$4,168,800	\$6,318,000
2. One Downtown Bldg.	60,000	\$1.80	\$1.70	\$3,888,000	\$6,120,000
3. Several Bldgs.	60,000	\$1.70	\$1.60	\$3,672,000	\$5,760,000
4. Portables in Park	30,000	\$1.80	\$1.62	\$1,944,000	\$2,916,000
One Building	30,000	\$1.80	\$1.70	\$1,944,000	\$3,060,000
Total	60,000	\$1.80	\$1.66	\$3,888,000	\$5,976,000
5. Use Senior Centers	30,000	\$0.20	\$0.20	\$216,000	\$360,000
One Building	30,000	\$1.80	\$1.70	\$1,944,000	\$3,060,000
Total	60,000	\$1.00	\$0.95	\$2,160,000	\$3,420,000

\* IMPORTANT NOTE: The annual costs of operating and maintaining the Civic Center is about \$500,000.

## ADDITIONAL ONE-TIME COSTS

ITEM	COSTS	ASSUMPTIONS
1. Computer System	\$400,000	One site. Each additional site adds \$40,000.
2. Telephone system	\$225,000	\$700 per phone
3. Moving Services	\$200,000	Bid estimate
4. Project Management	\$100,000	Staff costs
4. Contingency	\$75,000	9% for unforeseen costs
Total	\$1,000,000	



## ESTIMATED COSTS OF PORTABLES ON PARK SITE

30,000 SF of Gross Office Space

ATTACHMENT A

COST ITEM	ONE YEAR	TWO YEARS	THREE YEARS	FIVE YEARS	ASSUMPTIONS *
<b>RECURRING FEES</b>					
LAND	\$0	\$0	\$0	\$0	(250 X 250 = 62,500 sf site)
MODULAR UNITS	\$499,968	\$607,104	\$664,243	\$982,080	(62 units @ 12 X 40 = 30,000 sf)
MAINTENANCE	\$252,000	\$504,000	\$756,000	\$1,260,000	(est. @ \$.70/sf/mo.)
SECURITY	\$50,000	\$100,000	\$150,000	\$250,000	(12 hrs. per day X \$11.40 per hr.)
SUB-TOTAL	\$801,968	\$1,211,104	\$1,570,244	\$2,492,080	
<b>ONE-TIME FEES</b>					
DISMANTLE FEE	\$93,000	\$93,000	\$93,000	\$93,000	(\$1,500 per unit X 62)
SITE PREPARATION	\$125,000	\$125,000	\$125,000	\$125,000	(62,500 sf X \$2/sf)
ELECTRICAL	\$50,000	\$50,000	\$50,000	\$50,000	(one main and feed to sub-panels)
WATER & SEWER	\$15,000	\$15,000	\$15,000	\$15,000	(1 water meter and 1 sewer line)
SUB-TOTAL	\$283,000	\$283,000	\$283,000	\$283,000	
CONTINGENCY @ 5%	\$54,248	\$74,705	\$92,662	\$138,754	(5% of sub-totals)
TOTAL	\$1,139,216	\$1,568,809	\$1,945,906	\$2,913,834	
COST PER SF PER MO.	\$3.16	\$2.18	\$1.80	\$1.62	(total = 30,000 sf)

## \* ADDITIONAL NOTES:

1. Leasing costs for 3 & 5 year terms could be off-set by about \$350,000 thru lease/purchase agreement. City would sell modules at end of lease and also possibly save dismantle fees.

2. Modules include 6 bathrooms/lounges.

3. All modules meet ADA requirements and have HVAC with 20 electrical outlets.

4. Modules are configured w/o interior walls to allow large spaces. "Reasonable" number of private office partitions are included.

5. Design load is 70 lbs. per sf.

6. Exact configuration of modules is subject to approval of Fire Marshal.

7. Maintenance & operating costs are estimated at \$.70 per SF per month.

Prepared by EM on 3/5/96

## ESTIMATED COSTS OF PORTABLES ON LEASED SITE

30,000 SF of Gross Office Space

ATTACHMENT A

COST ITEM	ONE YEAR	TWO YEARS	THREE YEARS	FIVE YEARS	ASSUMPTIONS *
<b>RECURRING FEES</b>					
LAND	\$80,000	\$160,000	\$264,000	\$460,000	(62,500 sf X \$15 X 8.5% per yr.)
MODULAR UNITS	\$499,968	\$614,246	\$664,243	\$982,080	(62 units @ 12 X 40 = 30,000 sf)
MAINTENANCE	\$252,000	\$504,000	\$756,000	\$1,260,000	(current \$500,000 x 25% per year)
SECURITY	\$50,000	\$100,000	\$150,000	\$250,000	(12 hrs. per day X \$11.40 per hr.)
SUB-TOTAL	\$881,968	\$1,378,246	\$1,834,243	\$2,952,081	
<b>ONE-TIME FEES</b>					
DISMANTLE FEE	\$93,000	\$93,000	\$93,000	\$93,000	(\$1,500 per unit X 62)
SITE PREPARATION	\$125,000	\$125,000	\$125,000	\$125,000	(62,500 sf X \$2/sf)
ELECTRICAL	\$50,000	\$50,000	\$50,000	\$50,000	(one main and feed to sub-panels)
WATER & SEWER	\$15,000	\$15,000	\$15,000	\$15,000	(1 water meter and 1 sewer line)
SUB-TOTAL	\$283,000	\$283,000	\$283,000	\$283,000	
CONTINGENCY @ 5%	\$58,248	\$83,062	\$105,862	\$161,754	(5% of sub-totals)
TOTAL	\$1,223,216	\$1,744,309	\$2,223,105	\$3,396,835	
COST PER SF PER MO.	\$3.40	\$2.42	\$2.06	\$1.89	(total = 30,000 sf)

## \* ADDITIONAL NOTES:

1. Leasing costs for 3 & 5 year terms could be off-set by about \$350,000 thru lease/purchase agreement. City would sell modules at end of lease and also possibly save dismantle fees.

2. Modules include 6 bathrooms/lounges.

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Prepared by EM on 3/5/96



# City of Berkeley I.3(b)



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## COUNCIL ACTION

March 19, 1996

To: Honorable Mayor and  
Members of the City Council

From: Citizen's Budget Review Commission

Subject: COMMISSION RECOMMENDATION CONCERNING  
COUNCIL DECISION MAKING ON RELOCATION

### RECOMMENDATION:

The Citizen's Budget Review Commission recommends that the Berkeley City Council should not make a decision on relocation at its March 19, 1996 meeting. Budgetary implications of leases which are dependent on the option chosen (retrofit of perhaps 2 years vs. 5 years for a new building) are so large that no decision on relocation can logically be made until after the option is chosen.

### BACKGROUND:

The relocation decision can be as important in terms of its impact on City services and City costs as the actual decision on financing and construction options. The same experts who have presented information indicating that City Hall does not meet life safety standards also state that there is minimal immediate risk. The Geomatrix chart derived from the Working Group on California Earthquake Probabilities puts the probability for the North Hayward Fault at about 1% a year with a 5% probability in the coming five years. Thus relocation should be connected with the decision to retrofit or construct a new building and when to commence.

At this point, Berkeley has no information on the length of time before commencing each of the options and length of time to completion. It might be assumed at least two years would elapse between a final decision to build, for example, a totally new building and the final design of that building. There might be another three years to completion. Much better time lines than now exist must be determined.



CBRC RECOMMENDATION CONCERNING COUNCIL  
DECISION MAKING ON RELOCATION

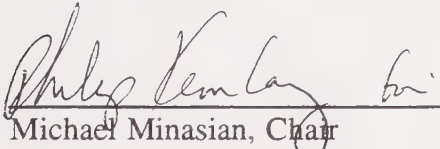
COUNCIL ACTION  
March 19, 1996

FINANCIAL IMPACT:


CONTACT PERSON:

Phil Kamlarz, Secretary, Citizen's Budget Review Commission, 644-6580

Approved by:

  
\_\_\_\_\_  
Michael Minasian, Chair  
Citizen's Budget Review Commission




**Degenkolb**

February 4, 1996

MAR 05 1996

Honorable Shirley Dean, Mayor  
Office of the Mayor  
City of Berkeley  
2180 Milvia Park  
Berkeley, California 94704

Reference: **ISSUES RELATED TO SEISMIC STRENGTHENING  
OF THE MARTIN LUTHER KING CIVIC CENTER**

Dear Mayor Dean:

It was a pleasure to meet with you and members of the city staff and members of the Berkeley Community on February 21, 1996 to discuss the issues surrounding the seismic strengthening of the Civic Center. I am sorry I was not able to meet you personally and compliment you on the straight forward manner in which you are dealing with these issues.

At the close of the meeting you made some comments regarding our work that I believe need some clarification. Specifically, you asked why we had not considered the near-fault effects in our previous evaluation of the Civic Center when they have been well-known and understood for so many years. Unfortunately, I was not given the opportunity to respond to you but I do wish to clarify our work. The near-fault effects that have been so widely discussed recently have been understood by research professors and structural engineers for many years. The codes, standards and guidelines in use today include what has been commonly believed to be appropriate techniques for handling the expected ground motion. Some professionals believe that the damage that occurred in the Kobe earthquake demonstrates that we need to re-evaluate our provisions for handling near-fault motions. This continuing discussion will likely lead to refined provisions for dealing with the effects of near-fault motions on certain classes of buildings. The Berkeley Civic Center is a class of building that will likely be affected by this new consideration of near-fault motion. From this perspective, we did consider the near fault motions in the manner that was acceptable at the time. As I mentioned in our meeting, I believe that it will lead to some refinement of the solutions for strengthening that have been proposed. It does not invalidate any of them.

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Degenkolb Engineers

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Jorn E Halle  
Dominic J Kelly  
Evan M Reis

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March 4, 1996

As our formal response to the City Council's request for additional information, I have attached the notes that I spoke from at the meeting. As I said, we believe that the Civic Center is a life-safety concern building that can be strengthened using external strengthening techniques such as additional concrete shear walls and braced frames. This strengthening can be done to any one of the three levels of performance that have been suggested. We define the life-safety performance the same as is contained in FEMA 178 which implies that people will be safe inside of the building as long as they take proper care to protect themselves and they will be able to exit after the earthquake. Finally, we concur with the cost estimates that have been prepared by Rutherford and Chekene regarding the external bracing solutions and find them to be consistent with the typical cost information that is now available from FEMA 156.

We appreciate the opportunity to participate in the continuing dialogue related to the seismic strengthening of the Berkeley Civic Center. We will be pleased to answer any additional questions that you have and attend any meetings necessary to continue to clarify the positions related to earthquake engineering.

Very truly yours,

DEGENKOLB ENGINEERS



Chris D. Poland  
President

cc: Arrietta Chakos - Assistant to the City Manager  
Weldon Rucker - Acting City Manager  
Phil Kamlarz - Deputy City Manager

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attachment  
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Degenkolb

BERKELEY CIVIC CENTER BUILDING  
SEISMIC UPGRADE ISSUES  
FEBRUARY 21, 1996  
PRESENTATION NOTES BY CHRIS D. POLAND

1. Can the building be externally retrofitted to a life-safety performance level for a magnitude 7.0 on the Hayward fault?

- A. Yes, and also for the largest expected earthquake to affect the site.

Use FEMA 178 to set the standard, updated for Kobe and Northridge  
Add near fault consideration  
Add the performance of short columns

Building is a life-safety concern based on its style of construction, configuration, and location near fault. It would not meet FEMA 178.

Building is better than many styles of construction that exist in Berkeley. It will out perform URM, older concrete tilt-ups and some new ones, taller nonductile concrete frames, precast buildings, many of the newer garages.

Best to think in terms of what MMI level will cause the building to develop a life-safety concern. It would probably take a MMI of IX to X. The ABAG maps would suggest that this would only occur in a North Hayward event. (Note, Geomatrix said the same thing at the meeting.)

- B. External retrofitting could be done with concrete shear walls or steel braced frames.

Concrete walls would need to infill the existing windows for some number of bays on all sides of the building.

Steel braced frames would need to cover most of the exterior.

Presentation Notes, City of Berkeley  
February 21, 1996, Chris D. Poland -- Degenkolb Engineers  
Page 2

These solutions could also be done to higher performance objectives. There is some disagreement amongst the design professional and within the research community about this, though only thorough careful study can a conclusion be drawn. In general, it is just a matter of cost and disruption.

2. Define Life-Safety standard.

The occupants are safe in the building if they take proper care to protect themselves (duck, cover and hold) and they are able to exit the building after the earthquake is over. The building may suffer extensive damage and not be repairable.

3. How much does a life-safety upgrade cost?

According to the FEMA Typical Cost study,

Structural base cost is  $1.12 \times 1.18 \times \$20 + 4 = \$35$  Construction Cost,  
\$ 45 project.

Total cost  $84,000 \times 45 = 3.8$  million

Range of costs Low \$25/sf Mean \$50 High \$100

Must add the cost of correcting the other deficiencies in the building. It will likely cost the same as reconstruction and perhaps more when all deficiencies are added. Most often there needs to be another reason to fully rehabilitate a building such as the Civic Center; such as historic significance, or the unavailability of another acceptable site.